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ACTION: NONE INFO: ODPS-S, FILE, RF, ODPN-N, D/FBIS-2, (4/W)

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TRR RUEHKO RUDKGPQ RUEHTV RUESTE RUFHTA RUQMMT RUEHIN  
 RUDKKR RUEHOT RUDKSNO RUFHOC RUMJON RUDKHLQ RUEBBRA RUFHAM  
 RUFHNA RUFHOK RUQMOO RUFHYC RUEHNO RUADBEI RUMJPG RUQMNI  
 RUFLSKA RUEHBH RUEHMT RUESDO RUTAMA RUQMDI RUEHMO RUFHOML  
 RUESXN RUMJON RUFHMB RUEHME RUEHMB RUMVC RUESNG RUFJCX  
 RUEHMD RUEHRU RUFHMO RUFHUK RUFHPC RUEHRM RUESLM RUFHLC  
 RUDKSDQ RUESLZ RUEHOS RUTAMI RUTAOH RUFHGG RUEHRO RUESUA  
 RUESUZ RUDISDF RUMJRV RUFHMR RUFHLC RUEHLB RUESON RUFHOM  
 RUFHGV RUEHOR RUESGT RUESGY RUFLAEA RUQMPL RUDKYDQ RUEHSP  
 RUEHPM RUESPR RUEHSA RUDKRP RUEHNP RUFHOM RUFNPS RUEHPO  
 RUTAOU RUTAAK RUMJGM RUDKPNQ RUEHBC RUESRS RUEHEG RUEHTN  
 RUEHAD RUMJFS RUFHAU RUFHLA RUFHVI RUFHUKI RUQMDH RUEHDM  
 RUEHNS RUMJDK RUQMOD RUTADR RUEHJA RUEHOU RUFHOB RUFHOU  
 RUFHOL RUESBG RUEHBZ RUEHWN RUESUZ RUFHBS RUDKRB RUEHBE  
 RUFHUKI RUDKEBO RUFHEB RUQMBE RUEHJL RUFHYCB RUEHOK RUTABO  
 RUQMAM RUEHAD RUFHJA RUFHPBI RUDKAR RUESBA RUDKDA RUTAOK  
 RUDKFMQ RUMJSA RUFHSG RUDKSA RUEHGP RUEHUL RUEHDN RUESUP  
 RUESSD RUESNA RUEHSB RUESAL RUESJO RUQMNS RUQMZN RUMJHE  
 RUEHVA RUTADE RUFHOM RUTAFN RUFHFT RUQMZA RUQMGU RUEHAM  
 RUFHRS RUQMBI RUEHAL RUTAGN RUTABA RUFLEPA RUTAIJ RUESAS  
 RUEHWL RUDKRW RUEHBG RUQMRA RUEHJM RUEHDT RUESOI RUQMKM  
 RUESKN RUTAVC RUEHLK RUMJHT RUEHLBK RUTAKA RUMJKL RUQMKW  
 RUFHMC RUFHOM RUEHLG RUQMDJ

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FM SECSTATE WASHDC

TO ALL DIPLOMATIC AND CONSULAR POSTS

BT

UNCLAS STATE 232860

INFORM CONSULS

E.O. 12065: N/A

TAGS: APER, AFSP

SUBJECT: FSN POSITION CLASSIFICATION SYSTEM

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AID AND USICA OVERSEAS ESTABLISHMENTS AND MEDIA EXTENSIONS

REPEATED BELOW FOR YOUR INFORMATION IS STATE 223155 TO CARACAS. ALTHOUGH ALL POSTS DID NOT RECEIVE COPIES OF CARACAS' TELEGRAM TO THE DEPARTMENT, THE DEPARTMENT'S RESPONSE IS BELIEVED TO BE SELF-EXPLANATORY.

\*SUBJECT: FSN SALARY CLASSIFICATION SURVEY--CARACAS

\*REF: CARACAS 06457

"1. THE FSN POSITION CLASSIFICATION PLAN NOW BEING IMPLEMENTED BY CONTRACTOR SURVEY TEAMS HAS A STATUTORY BASIS WHICH WAS THE PURPOSE OF THE UNDERTAKING SOME 4 YEARS AGO. THAT PURPOSE WAS TO DEVELOP, INSTALL, AND ADMINISTER A CLASSIFICATION SYSTEM TO INSURE THE EQUITABLE TREATMENT OF FSN EMPLOYEES AND THE PRUDENT EXPENDITURE OF PUBLIC FUNDS. THIS SYSTEM, WHICH WILL BE INSTALLED IN APPROXIMATELY SEVENTY OF THE 130 MISSIONS BY DECEMBER 1980, IS BASED ON THE PRINCIPLE OF EQUAL PAY FOR SUBSTANTIALLY EQUAL WORK. IT PROVIDES FOR THE RANKING OF POSITIONS RATHER THAN FSN EMPLOYEES AND, THEREFORE, DETERMINES THE GRADE LEVEL VALUE OF FUNCTIONS RATHER THAN GIVING A "RANK" TO THE PERSON PERFORMING THOSE FUNCTIONS. SUCH FUNCTIONS ARE EXPECTED TO BE PERFORMED SATISFACTORILY BY THE INCUMBENT AND POST MANAGEMENT IS ENCOURAGED TO SEEK WAYS OTHER THAN POSITION CLASSIFICATION TO REWARD THE INCUMBENTS OF POSITIONS FOR SUCH CONTRIBUTIONS AS SUSTAINED SUPERIOR PERFORMANCE. SENIORITY AND EXPERIENCE ARE REWARDED THROUGH PERIODIC STEP INCREASES, GIVEN THE FACT OF SATISFACTORY PERFORMANCE. LOYALTY, INTEGRITY AND ACCURACY ARE NOT JUSTIFICATIONS FOR HIGHER GRADE, ALTHOUGH THEY MAY BE MAJOR FACTORS IN POST MANAGEMENT'S DECISIONS FOR PROVIDING BETTER CAREER OPPORTUNITIES WHERE POSSIBLE FOR CERTAIN FSN EMPLOYEES.

"2. WE RECOGNIZE THAT THE PROCESS OF INSTALLING THE SYSTEM (AFTER OVER TWO DECADES OF "GRADE CREEP" RESULTING FROM THE LACK OF A WELL-DEFINED, UNIFORM WORLD-WIDE PLAN FOR FSN POSITION CLASSIFICATION) IS A TRAUMATIC EXPERIENCE FOR SENIOR FSN EMPLOYEES WHO HAVE BECOME ACCUSTOMED TO WHAT-

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EVER MISSION SYSTEM MAY HAVE EVOLVED OVER THE YEARS. THE DEPARTMENT TOOK THIS INTO ACCOUNT IN ADOPTING A GRADE RETENTION POLICY AND IN ENCOURAGING POSTS TO LIMIT OUTSIDE RECRUITMENT, TO UNDERTAKE POSITION MANAGEMENT IMPROVEMENTS, AND TO SEEK OTHER MEANS WITHIN THE NEW SYSTEM FOR RESTORING THE GRADES OF DOWNGRADED EMPLOYEES WHERE POSSIBLE WITHIN THE GRADE RETENTION PERIOD.

"3. THE FOLLOWING SECTIONS ARE NUMBERED ACCORDING TO THE NUMBERED PARAGRAPHS IN THE REFTEL.

"PARAS 2-4: REGARDING REFTEL STATEMENTS RE THE QUALIFICATIONS OF THE SURVEY TEAM MEMBERS, THE DEPARTMENT HAS A CAREFUL, WELL-CONSIDERED PROCEDURE FOR SELECTION THE MEMBERS OF EACH CONTRACTOR WAGE AND CLASSIFICATION SURVEY TEAM, WITH THE OBJECTIVE OF ASSURING THAT FSN POSITION CLASSIFICATION SURVEYS ARE FULLY AND PROPERLY CONDUCTED ACCORDING TO THE PRINCIPLES, PRACTICES, AND STANDARDS OF THE NEW SYSTEM WITHIN THE FRAMEWORK OF EACH POST'S ENVIRONMENT. EACH CONTRACTOR IS CHOSEN FOR NOT ONLY "TECHNICAL EXPERTISE" BUT, AS IMPORTANTLY, FOR FAMILIARITY WITH AND SENSITIVITY TO FOREIGN SERVICE LIFE. THE TWO-PERSON CONTRACT TEAM TO CARACAS BROUGHT TO THE SURVEY OVER 45 YEARS OF TECHNICAL EXPERIENCE AND WILL HAVE IMPLEMENTED THE NEW SYSTEM AT SEVEN POSTS BY THE END OF 1980. AMONG THE TOTAL NUMBER OF CONTRACTORS WHICH HAVE BEEN USED AND ARE CURRENTLY BEING USED IN THE PROCESS, SEVERAL ARE RETIRED FOREIGN SERVICE OFFICERS WITH AN AVERAGE OF A QUARTER OF A CENTURY EACH IN ASSIGNMENTS WHICH HAVE PROVIDED BOTH LONG-TERM EXPERIENCE OF FOREIGN SERVICE LIFE AND HIGHLY TECHNICAL PERSONNEL MANAGEMENT KNOWLEDGE, SKILLS, AND ABILITIES.

"PARA 5: REGARDING THE SEVERAL FACTORS WHICH CARACAS FSNS FEEL WERE NOT TAKEN INTO ACCOUNT, THE FOLLOWING COMMENTS ARE MADE:

"- THE IMPORTANCE OF OUTSIDE CONTACTS IS AN ELEMENT OF MANY OF THE FSN POSITION CLASSIFICATION STANDARDS, PARTICULARLY THOSE IN SENIOR TECHNICAL AND ADMINISTRATIVE ASSISTANT POSITIONS AND PROFESSIONAL AND SPECIALIST POSITIONS. THERE

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IS A KEEN AWARENESS OF THE EXTENT TO WHICH THIS ELEMENT INSURES THAT A POST "GETS THE JOB DONE" IN THE HOST COUNTRY AND MISSION COMMUNITY ENVIRONMENT, AS INDICATED IN SUCH STANDARDS.

"- ANCILLARY DUTIES WHICH MERIT GRADE LEVEL CONSIDERATION ARE GIVEN COVERAGE IN THE SYSTEM UNDER THE GENERAL PRINCIPLES FOR CLASSIFICATION OF MIXED POSITIONS (PAGES 28 AND 29 OF THE LEPCH).

"- ANCILLARY FUNCTIONS WHICH ARE NOT A MAJOR COMPONENT OF A POSITION, E.G., ARE NOT A MAJOR RECRUITMENT FACTOR, DO NOT GENERALLY PLAY A SUBSTANTIAL ROLE IN DETERMINING THE GRADE LEVEL OF A POSITION. IT IS RECOGNIZED THAT IN ANY SYSTEM (FOREIGN SERVICE AMERICAN, CIVIL SERVICE, OR FOREIGN SERVICE NATIONAL), POSITIONS USUALLY INVOLVE SOME SUBORDINATE, SUBSIDIARY, MINOR AND OCCASIONAL DUTIES WHICH DO NOT HAVE A UPWARD IMPACT ON GRADE LEVELS (REFERENCE PAGE 30 OF LEPCH).

"- THE SYSTEM IS BASED ON THE GRADE LEVEL "WORTH" OF DUTIES AND RESPONSIBILITIES IN TERMS OF THEIR SCOPE AND COMPLEXITY. IN OTHER WORDS, IT VALUES THE WORK OF A POSITION, NOT THE PRODUCTIVITY OF THE POSITION INCUMBENT. AN EMPLOYEE WHO HAS ABOVE-AVERAGE PRODUCTIVITY OR EXCEPTIONAL EFFECTIVENESS IN ACCOMPLISHING THE WORK OF A POSITION SHOULD BE REWARDED IN WAYS OTHER THAN RECLASSIFICATION OF THE POSITION (E.G., A MERITORIOUS STEP INCREASE OR AN INCENTIVE AWARD). PROMOTION SHOULD OCCUR ONLY IF THE SCOPE AND COMPLEXITY OF THE DUTIES OF A POSITION MATERIALLY CHANGE OR IF THE INCUMBENT IS REASSIGNED TO A DIFFERENT, HIGHER GRADE POSITION.

"- THE SYSTEM DOES NOT REWARD THROUGH RECLASSIFICATION THOSE EMPLOYEES WHOSE WORK IS MADE MORE FRUSTRATING BY THE DIFFERENCES OF THE LOCAL ENVIRONMENT. UNLESS SUCH CIRCUMSTANCES MATERIALLY IMPACT THE LEVEL OF DIFFICULTY AND RESPONSIBILITY OF THE WORK, NO CLASSIFICATION CREDIT CAN BE GIVEN. IN THIS CONNECTION, POST IS ADVISED THAT CERTAIN FLEXIBILITIES CURRENTLY BEING PLANNED FOR THE SYSTEM WILL ADDRESS (AMONG OTHER THINGS) THOSE SITUATIONS IN WHICH

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ENVIRONMENTAL CONDITIONS DO SUBSTANTIALLY AFFECT AN FSN POSITION.

"- LOYALTY, HONESTY, AND JOB INTEGRITY ARE QUALITIES WHICH NO CLASSIFICATION SYSTEM CAN BUY. THESE ARE INTRINSIC CHARACTERISTICS OF THE CAREFULLY SELECTED FSN EMPLOYEE. HOWEVER, WE RECOGNIZE THAT IN GOING FROM A SITUATION IN WHICH RECLASSIFICATION WAS USED AS "ALL THINGS TO ALL EMPLOYEES," THAT IS, TO REWARD FOR LOYALTY, HONESTY, PRODUCTIVITY, SENIORITY, ETC., IT IS EXTREMELY DIFFICULT FOR THOSE EMPLOYEES SEASONED IN AND ACCUSTOMED TO THE PREVIOUS CLASSIFICATION PRACTICES OF A POST TO INITIALLY ACCEPT THE LONG-RANGE OBJECTIVES OF THE NEW FSN POSITION CLASSIFICATION SYSTEM. THE PROCESS OF REALIGNING POSITIONS WITH DOWNGRADINGS RESULTING FOR SOME, IS THEREFORE SEEN AS THE CALLOUS IMPOSITION OF A RIGID, UNCARING SYSTEM OVER A MORE BENEVOLENT ONE. THIS IS NOT THE CASE. IN FACT, AS THE SYSTEM MATURES, AS GUIDELINES ARE IMPROVED, AS POST MANAGEMENT GAINS SKILLS IN FSN POSITION MANAGEMENT, AND AS FSN EMPLOYEES BECOME MORE FAMILIAR WITH THE SYSTEM, THE BASIC PRINCIPLE OF EQUAL PAY FOR SUBSTANTIALLY EQUAL WORK WILL BECOME INCREASINGLY UNDERSTOOD AND ACCEPTED.

"PARA 6A: WITH REGARD TO THE STATEMENT THAT COMPARISONS WITH LOCAL JOBS ARE OFTEN INAPPROPRIATE, A WAGE SURVEYOR SKILLED IN THE POSITION-MATCHING PROCESS COLLECTS DATA ONLY ON JOBS WHICH CAN BE PROPERLY COMPARED IN LEVEL OF SKILLS, KNOWLEDGES, AND ABILITIES REQUIRED. THE EMPLOYEES' STATEMENT CONCERNING CONSULAR CLERKS AND AIRLINE TICKET CLERKS IS DIFFICULT TO UNDERSTAND. IT IS INDEED POSSIBLE THAT A POSITION OF A GIVEN LEVEL OF AIRLINE EMPLOYEE MAY HAVE THE SAME GENERAL TYPE AND LEVEL OF SKILLS, KNOWLEDGES, AND ABILITIES AS A GIVEN LEVEL OF CONSULAR CLERK, BUT IN ANY CASE, NEITHER AIRLINE CLERKS NOR CONSULAR CLERKS WERE SURVEYED AT CARACAS.

"6B: RE THE STATEMENTS OF THE FSNS THAT ILLEGAL PAYMENTS AND DOUBLE BOOKKEEPING ARE COMMON IN THE ECONOMY, THE SURVEYORS REPORTED THAT IN THEIR MANY DISCUSSIONS WITH BOTH AMERICANS AND VENEZUELAN IN THE USG AND IN SURVEY

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ORGANIZATIONS, AND WITH PEOPLE NOT INVOLVED WITH EITHER THE USG OR SURVEYED ORGANIZATIONS, NO MENTION OF THIS SUBJECT WAS MADE NOR EVIDENCE DEVELOPED TO SUBSTANTIATE THESE STATEMENTS.

"PARA 7: THE NEW FSN POSITION CLASSIFICATION SYSTEM IS NOT "A STRICTLY AMERICAN SYSTEM" IMPOSED ON "NON-AMERICANS IN NON-AMERICAN ENVIRONMENTS." EXCEPT FOR THE BASIC PRINCIPLE OF EQUAL PAY FOR SUBSTANTIALLY EQUAL WORK, THE

SYSTEM IS COMPLETELY GEARED TOWARD THE OVERSEAS WORK ENVIRONMENT AND THE USE OF FOREIGN NATIONAL EMPLOYEES. THE NECESSARY VARIANCES IN THE SYSTEM TO TAKE INTO ACCOUNT THE PECULIARITIES OF SPECIFIC OVERSEAS ENVIRONMENTS ARE MADE POSSIBLE BY SUCH PROCEDURES AS EXCEPTION RATE PROPOSALS (A-1 OF THE LEPCH) AND EXCEPTION GRADE PROPOSALS (PROCEDURES CURRENTLY IN FORMULATION). TO FURTHER ILLUSTRATE THE DEPARTMENT'S EFFORTS TOWARD GREATER REALIZATION OF THE OBJECTIVE TO CONTINUOUSLY PROVIDE IMPROVEMENTS (FLEXIBILITIES) IN THE SYSTEM, SEVEN MAJOR PROJECTS ARE CURRENTLY UNDERWAY. THESE RANGE FROM REVISIONS TO EXISTING STANDARDS FOR SOME SERIES TO THE DEVELOPMENT OF STANDARDS FOR NEW SERIES AND THE ESTABLISHMENT OF GUIDANCE WHICH WILL INCREASE FSN CAREER DEVELOPMENT OPPORTUNITIES. THE ABOVE-CITED EXCEPTION GRADE PROCEDURE WILL, WE HOPE, PROVIDE FOR EXCEPTION GRADES BASED ON UNIQUE CIRCUMSTANCES OF A POST'S SOCIAL OR CULTURAL ENVIRONMENT. ||

"PARA 8: SOME (BUT NOT ALL) STANDARDS OF THE SYSTEM STRESS POST SIZE AS A GRADE LEVEL FACTOR. GENERALLY, HOWEVER, THIS IS ONLY ONE OF SEVERAL ELEMENTS WHICH COMBINE TO MAKE A TRULY MORE COMPLEX AND RESPONSIBLE POSITION OVERALL (E.G., IN ADMINISTRATIVE SUPPORT POSITIONS. (THERE ARE LARGER SUBORDINATE STAFFS, MORE MANAGERIAL RESPONSIBILITIES, A GREATER ROLE IN THE BUDGET PROCESS, AND A GREATER VARIETY OF POST CONSTITUENCIES TO BE DEALT WITH INDIVIDUALLY AND AS A WHOLE).

"PARAS 9-10: THE DEPARTMENT FULLY ACKNOWLEDGES THE

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NUMEROUS CONTRIBUTIONS OF FSNS TO THE EFFECTIVE FUNCTIONING OF FOREIGN-SERVICE RELATED ACTIVITIES ABROAD. THE HUMAN FACTOR INVOLVED IN THE COMPLEX TASK OF INSTALLING THE NEW FSN POSITION CLASSIFICATION SYSTEM THROUGHOUT THE WORLD IS A CONSTANT CONCERN OF ALL THOSE INVOLVED IN THE PROCESS. HOWEVER, IT IS FELT THAT, ONCE IN PLACE, THE SYSTEM WILL MEET THE NEEDS OF POST MANAGEMENT AND FSN STAFFS UNDER STANDARDS AND GUIDELINES WHICH WILL PROVIDE BOTH CONTROLS AND FLEXIBILITY WHERE EACH IS NECESSARY. THE NEW RESULT WILL BE A SOUND SYSTEM WHICH PROPERLY REMUNERATES FSN EMPLOYEES FOR THEIR VALUABLE AND VALUED SERVICES.

"4. IN SUMMARY, THE DEPARTMENT DOES RECOGNIZE THE VALUABLE CONTRIBUTIONS OF OUR DEDICATED FSN EMPLOYEES. ALSO, THE DEPARTMENT RECOGNIZES THAT OUR FSNS, WORLD-WIDE, CONSTITUTE ANOTHER PERSONNEL SYSTEM IN ADDITION TO OUR FS AMERICAN AND CS SYSTEMS AND THAT THIS SYSTEM REQUIRES

AND DESERVES PROFESSIONAL PERSONNEL ADMINISTRATION. BE ASSURED THAT PROGRAMS AND POLICIES ISSUED BY THE DEPARTMENT ARE FIRST RECEIVED AND APPROVED BY THE INTERAGENCY FSN POLICY COORDINATING COMMITTEE. THIS COMMITTEE IS COMPOSED OF REGIONAL BUREAU EXECUTIVE DIRECTORS, AND REPRESENTATIVES OF OTHER AGENCIES, ALL OF WHOM HAD EXTENSIVE OVERSEAS SERVICE. COMMITTEE MEMBERS RECOGNIZE THE DIFFICULTY IN MOVING TO A RANK-IN-POSITION SYSTEM, BUT BELIEVE THAT THIS PROGRAM AND OTHER COMPONENTS TO BE ADDED, WILL ENHANCE THE PROFESSIONAL STATURE AND TREATMENT OF OUR FSN EMPLOYEES." MUSKIE

END OF MESSAGE

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